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ABSTRACT

The United States lacks a clear policy and firm resolve to provide all adults who have limited English proficiency with the opportunity to learn the language. Significant demographic trends are developing that will make the nation increasingly dependent on a growing language-minority labor force. Various Census Bureau estimates report that between 4 and 6.5 million residents of the United States do not speak English well or do not speak it at all. Recent immigrants to the United States face myriad practical survival issues. Adult education programs operated by local school systems and community colleges account for the majority of English as a second language (ESL) programs offered to adults in the United States. The existing system of delivering ESL instruction is plagued by the following problems: the inadequate supply of ESL instruction, the impact of immigration policy on the delivery of education services, barriers to participation, the part-time teaching force that predominates in ESL instruction, inadequate training of ESL teachers, nonexistent national research and development capabilities, inadequate ESL provision in the public schools, and prevailing attitudes toward immigrants. (This report examines proposed solutions to each of these problems.) (MN)

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PROVIDING ADULT BASIC EDUCATION SERVICES TO ADULTS WITH LIMITED ENGLISH PROFICIENCY

by

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Background Paper Prepared for

Project on Adult Literacy

of the

Southport Institute for Policy Analysis

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FOREWORD

This paper is one of several prepared by consultants to The Project on Adult Literacy sponsored by the Southport Institute for Policy Analysis. The papers were commissioned to help the Project's staff develop an in-depth understanding of various issues and perspectives bearing on the federal role in promoting adult literacy.

In total, seven papers were commissioned. They were prepared during the fall of 1988. The consultants who prepared them met as a group five times during that period and vigorously debated each other's work as well as other issues concerning adult literacy. At no time during this process did the Project's staff require that the consultants agree with each other or with the conclusions being formulated by the staff. The consultants were given complete freedom to state their own ideas.

As a result, the views expressed in this paper are those of the author alone. They do not necessarily reflect the views of the Southport Institute, the Project on Adult Literacy or any of the other consultants involved with the Project's work.

The Southport Institute is making these working papers available to help increase understanding and stimulate discussion about the problems of adult literacy and as an expression of gratitude for the contribution of the authors to the Project on Adult Literacy.

The working papers prepared for the Project are:

Judith A. Alamprese:	Adult Research and Development: An Agenda for Action
William B. Bliss:	Providing Adult Basic Education Services to Adults with Limited English Proficiency
Jack A. Brizius:	The State Role in Adult Literacy Policy
Paul V. Delker and William J. Yakowicz:	Toward the Vision of a Literate Society
Susan E. Foster:	Professionalization of the Adult Literacy Workforce
Arnold Packer:	Retooling the American Workforce: The Role of Technology in Improving Adult Literacy During the 1990s
William F. Pierce:	A Redefined Federal Role in Adult Literacy: Integrated Policies, Programs, and Procedures

These papers are available from: The Project on Adult Literacy, Suite 415, 440 First Street, N.W., Washington, DC 20001, (202) 783-7058.

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PROVIDING ADULT BASIC EDUCATION SERVICES TO ADULTS WITH LIMITED ENGLISH PROFICIENCY

by

William B. Bliss

On the evening of May 5, 1988, fire swept through four floors of the 62-story First Interstate Bank tower in Los Angeles. Inside were forty or more janitors cleaning offices on their evening shift. Many of them spoke little or no English, and many couldn't shout warnings or instructions to each other since they didn't share the same native language. One of them, a Mexican immigrant, could not understand the spoken alarm that sounded and wound up running toward the fire rather than away. Fortunately, firefighters found him, administered oxygen, and carried him to safety. There was one fatality, but given the density of the smoke and the confusion of communication barriers, it is a miracle that more were not lost.

It is a tragic real-life parable, played out in this nation's modern-day Ellis Island, the metropolis of Los Angeles. A non-English-speaking labor force, providing essential office cleaning services that would seem not to require any measure of language ability, was imperiled not only by flames and smoke, but by communication barriers.

Our nation lacks a clear policy and firm resolve to provide all adults who have limited English proficiency with the opportunity to learn the language. Confusing contradictions abound: at a time when population trends are creating severe labor shortages, an immigration reform law has

rendered a few million workers off-limits to their employers through the imposition of sanctions against those who hire the undocumented; and at a time when rising nativist sentiment accuses immigrants of not wanting to learn English and enter the mainstream of American life, waiting-lists get longer for English classes that are overenrolled and underfunded.

The alarm is now being heard, and it is sounding the loudest from business and industry as the private sector comes to grips with a shrinking labor pool and a burgeoning minority workforce. But like the janitor in the office tower, we're confused about what the alarm is saying, and in what direction we should run.

This paper will discuss the significance of demographic trends that make us increasingly dependent on a growing language-minority labor force. It will offer an overview of the limited English populations, the challenges they face, the services they currently receive, and the problems and issues that must be addressed in the months and years ahead.

DEMOGRAPHIC TRENDS AND THE IMPORTANCE OF LANGUAGE MINORITY ADULTS

Various Census Bureau reports estimate that there are 4 million to 6.5 million residents of the United States who do not speak English well or do not speak the language at all. These figures are most likely too low, due to the continuing flow of newcomers into the country and inadequate data on undocumented alien populations.

The 1980s are likely to set a record as the decade of greatest immigration to the United States, even exceeding the total of 8.7 million who arrived in the first decade of this century. Up to one million

immigrants, refugees, and undocumented entrants arrive here annually. Immigrants come mainly from Asia, Mexico, Central America, South America, and the Caribbean. Undocumented entrants are mostly from Mexico, Central America, and South America. The current legalization process will add up to 2.5 million who are applying for amnesty, or permanent resident status, under the revised immigration law, and these newly-legalized residents will in turn be able to call for their relatives as their families are reunified on U.S. soil.

In addition to immigration, these ethnic groups' numbers are growing given their preference for larger families. Combining these two factors leads to a compelling portrait of the demographic change underway in this country. In 1980, 7.9 percent of the U.S. population was Hispanic or Asian. Given current trends, by the year 2000, it will be 12.3 percent, and by the year 2030, it will be 18.1 percent. 1/

As of this current school year, California's public schools have a majority of minority students as the numbers of Hispanic and Asian students grow. In Texas last year, only 51.8 percent of the public school population were non-Hispanic whites, and within two years the state will also have a majority of minorities. 2/

The growing language minority populations are providing a youthful infusion into a U.S. population that is aging rapidly due to the lower fertility rates of the past two decades. A major study conducted by the Hudson Institute for the Department of Labor dramatically portrays the impact of these population trends on the nation's economy. In 1986, 21 percent of the 115 million jobs in the workforce were held by minorities,

including Blacks. Between 1986 and the year 2000, fully 57 percent of the 21 million new jobs that will be created through to the turn of the century will go to this segment of the population, which is growing most significantly due to increases in the nation's Hispanic and Asian populations. 3/

By the turn of the century, language minority workers will comprise more than 10 percent of the U.S. workforce, and 25 percent or more of these workers are likely to require instruction to improve their English language skills. These minority workers will not only be depended upon to fill these positions and keep the economy going, but to bear the burden of supporting a social security system and other assistance for the baby-boomers in their retirement years.

Most immigrants arrive in their twenties and thirties, a perfect age to jump right into the labor force and take the jobs that are going begging because we didn't produce enough children to fill them. But new immigrants are only one segment of the language minority labor pool. The other segment consists of children who have been raised here, schooled here, and perhaps were even born here, but somehow still emerge from our public school systems as limited English proficient young adults. It is not the language barriers of the new immigrants that are cause for alarm, but the lack of skills among youngsters who have emerged into adulthood on U.S. soil as strangers in their own land, lacking language skills and job-preparedness as though they had just arrived from another country.

Not only does the economy require language minority workers to fill the widening labor gap, it also demands an increasing level of

communication skills and critical thinking skills as the workplace becomes more sophisticated through innovations in technology and workforce management. As manufacturing jobs continue to decrease, there is significant growth in the service sector: in business services, the health care industry, the restaurant industry, food stores, and general merchandising. These positions require relatively higher levels of language proficiency, as they involve the use of complex equipment, the performance of non-routinized tasks, and extensive communication not only with co-workers, but also with clients, patients, and customers. If we are to depend upon language minority adults to fill a large percentage of these positions, it is imperative to provide both new immigrants and established residents with the language skills they need to handle the requirements of these jobs.

DEFINING LIMITED ENGLISH PROFICIENCY

It seems appropriate at this point to describe language professionals' notions of what constitutes English proficiency, and what determines to what extent that proficiency is considered to be "limited."

The traditional way of describing language ability is to do so in terms of the four discrete areas of language skills and activities: listening, speaking, reading, and writing. In each area, professionals have identified a continuum of skill development that ranges from the very beginning levels of facility with English to the uppermost levels. For example, a continuum for listening ability would begin with the ability to hear and understand words - then familiar phrases - new phrases - then

conversations on most everyday subjects. A continuum for speaking ability would begin with the ability to express survival needs (such as asking for directions somewhere or locating items in a store) - then the ability to ask and respond to questions - then to increase vocabulary and control of grammar - then the ability to participate in routine social conversations - talk on the phone - and then clarify general meaning by rewording.

A continuum for reading ability would begin with the ability to recognize letters and single-digit numbers - then common sight words (such as name, address, and stop) - the ability to read and understand short, simple learned phrases - then new sentences related to immediate needs - simplified materials on familiar subjects - simplified materials on unfamiliar subjects - and finally, non-simplified materials. A writing continuum would start with copying letters, numbers, name, address - then writing basic information on forms - writing common words - simple phrases - short sentences - and then performing basic writing tasks such as notes and letters. 4/

A more recent way of describing language proficiency is in terms of the speaker's effectiveness when actually using the language. These functional definitions of proficiency are based on variables such as: the ability to use English to meet basic survival needs and satisfy routine social demands; the ability of a native speaker of English to understand the limited English speaker; and the ability to use English in employment. The employment-related English variables include the level of position, the extent of oral communication required, and to what extent tasks need to be demonstrated vs. explained verbally vs. explained via diagram or

written instructions. 5/

Both the skill-based and functional definitions of language proficiency tend to emphasize the lower ends of the language skill continua. However, the profession also describes a set of cognitive academic abilities that are of a higher order, and which are essential for effective participation in academic discourse and coursework.

CHARACTERISTICS OF THE LIMITED ENGLISH POPULATION

The two major immigrant groups are Hispanics and Asians. However, these labels are rendered useless when one realizes the diversity of peoples that statisticians lump together into these two convenient groupings.

Hispanics

There were 19.4 million Hispanics living in the United States as of March 1988, according to a report by the U.S. Bureau of the Census. That represented 8.1 percent of the nation's population, and 34 percent more than the number of Hispanics reported in 1980. That growth rate is almost five times the rate of the nation's non-Hispanic population, which increased about 7 percent during that same period. Half of the increase is attributable to immigration. 6/

People of Hispanic descent are concentrated in several key states. 6.6 million, or fully 33.9 percent of the total number in the United States, live in California. Another 4.1 million, 21.3 percent of the total, live in Texas. These two states therefore account for over half of the nation's Hispanic people. Other states with large concentrations

include New York (2.1 million), Florida (1.5 million), Illinois (801,000), Arizona (648,000), New Jersey (646,000), New Mexico (543,000), and Colorado (368,000). 7/

According to the 1980 census, 64 percent of the nation's total limited English population speaks Spanish at home. About one out of four Hispanics reports speaking English not well or not at all. 8/ A report by the National Commission for Employment Policy estimates that about 70 percent of children age 5 to 14 who live in Spanish-speaking households have limited English proficiency, and up to 46 percent of those age 14 to 21 have trouble with the language. 9/

The Hispanic communities are very diverse. Mexicans number about 12.1 million, and account for over half the nation's Hispanic population. 10/ Some, frequently called Hispanos, have ancestors who were residents of what are now Texas, California, New Mexico, Arizona, and Colorado when those lands of the Spanish empire were annexed by the United States after the Texas Revolution (1835) and the Mexican-American War (1846-1848). Mexicans traditionally served as seasonal migrant workers, until they followed work to the developing metropolitan areas of the Southwest, or on the railroads or the cattle industry. The majority of aliens who will be adjusting to permanent resident status under the provisions of the Immigration Reform and Control Act are Mexican. And despite that law's attempt to curb further border crossings by "illegals," Mexicans are still coming across in large numbers. Mexico's economic crisis continues, serving as a "push factor" that leads many to leave when they can no longer sustain themselves or their families. In earlier

years, most Mexican entrants were from the countryside. Now, however, there are increasing numbers from Mexico City and environs, as the economy worsens and the cost of migration becomes too high for many in the countryside to afford.

Puerto Ricans living in the mainland United States currently number about 2.5 million, about one-third of the total mainland/island population. 11/ They live primarily in New York and New Jersey, with large concentrations also living in Florida, Philadelphia, Cleveland, Chicago, Boston, and Milwaukee. Puerto Rico was ceded to the United States by Spain in 1898 at the conclusion of the Spanish-American War. Puerto Ricans were granted U.S. citizenship in 1917, but the island remained a possession, with American governors appointed by the president of the United States. In 1948, Puerto Rico elected its own governor for the first time, and in 1952 a new constitution was approved by Congress and the Puerto Rican people. To this day, while they elect their own legislature, they have no representation in Congress and do not vote in presidential elections. It is a nebulous political status for many: neither state nor independent country. Moving back and forth between the mainland and island, many Puerto Ricans are characterized as having a so-called sojourner orientation, a sort of permanent impermanence in their living situation. This likely contributes to the fact that they have the lowest median family income of any Hispanic community - $11,000. 12/

There are about one million Cubans in the United States. 13/ Most of them came as refugees after the Cuban revolution in 1959 and settled in Florida, particularly in the Miami area. This initial influx of Cubans

consisted largely of middle- and upper-class business people. Other concentrations live in New Jersey, New York, and California. They have thrived economically in this country, integrated successfully, and their children attain higher-than-average educational levels. Not so for the second wave of Cuban arrivals, however, the "Mariel" Cubans who fled from the port of Mariel in 1980. What began as a spontaneous flight by some was compounded by a Cuban decision to release a large number of prisoners and patients from mental institutions. A total of 125,000 arrived in Miami, many of them destitute and without skills. Close to 7,000 are still confined to prisons in the United States, and some have actually been returned to Cuba under agreements between the two countries. The untenable situation of these long-term detainees led to riots at detention centers earlier this year.

The fastest growing group of Hispanics are the Central Americans and South Americans, who currently number about 2.2 million - a 40 percent increase in the past five years. 14/ The grouping together of their statistical data belies the great diversity of these various peoples. Many are middle-class South American immigrants, but the vast number are refugees from El Salvador, Guatemala, and Nicaragua and immigrants from the Dominican Republic. These latter groups overwhelmingly consist of undocumented entrants - so-called "illegal aliens" - who live in the shadows in this country, beyond the reach of the assistance and education they need.

Asians

The other significant group in the limited English population are the

various Asian communities. 1980 census data is insufficient to adequately characterize these communities, since there has been such a large influx of refugees from Southeast Asia during this decade. Asians currently number about 1.6 percent of the total U.S. population. As of the 1980 census, limited English proficient Asians age 5 and over were about 12 percent of the total Asian population and 8.6 percent of the total U.S. limited English population. 15/ They are a young and fast-growing population group. 34 percent of Asians in the United States are 19 years old or younger. By 2010, the Asian population will double. 16/

In 1965, immigration policies were relaxed which had previously excluded most Asian applicants, leading to a greater flow of Chinese, Korean, and Japanese newcomers than any of the law's architects predicted. These immigrants have been relatively successful in integrating into the economy. Recent news accounts of the legendary educational attainments of many Asian students have led to what many Asian immigrants bemoan as the "model-minority myth." The success of these immigrant groups, however, tends to mask the extreme difficulties experienced by Southeast Asian refugees from Vietnam, Laos, and Cambodia. More than 882,000 refugees from these countries have arrived in the United States since 1975. 17/ While the first wave of refugees in the mid-70s was a more urban and educated population, the waves that have followed have brought farmers and fishermen, predominantly rural populations, who face significant challenges to a successful resettlement in the country's urban communities. The great majority of refugees are concentrated in California, with other sizeable populations in Texas, Washington, New

York, Pennsylvania, Illinois, and Minnesota.

Other newcomer groups include Haitians, Afghans, Ethiopians, and East Europeans. Together, they make up about 25 percent of the total newcomers each year.

CHALLENGES FACED BY THE LIMITED ENGLISH POPULATION

Those who are new arrivals to the United States face myriad practical survival issues, such as obtaining housing and clothing, figuring out how to use public transportation, the post office, the bank, and the supermarket, and enrolling their children in school. For many, the greatest challenge is their illegal status, which prevents them from accessing essential services and increasingly prevents them from obtaining regular employment. Social service institutions currently report dramatic increases in requests for food and shelter by aliens who have lost their jobs due to the new immigration law and have only been able to secure day labor, piece work, or modest domestic service or landscaping work to replace the lost income.

Many refugee newcomers suffer severe psychological distress, which often does not manifest itself until after the more practical issues of early resettlement have been resolved. Post-traumatic stress disorders result from difficulties these refugees may have experienced in their native countries or the circumstances of their departure. Many have fled hostilities in their towns and villages, they have suffered and sometimes witnessed the loss of family members and friends, whether at the hands of the Khmer Rouge in Cambodia or right-wing death squads in El Salvador.

For many, their escape to freedom was marked by extortion, beatings, and rape, whether at the mercy of boat pirates on the South China Sea or "coyotes" providing passage from Central America to El Norte. They arrive in this land bereft of the support of family, community, and their own culture's practices for dealing with stress, and they are unfamiliar with and suspicious of Western forms of counseling.

The limited English proficient population, refugees, immigrants, and long-time residents alike, face a similar educational challenge which is quite distinct from the challenge that faces an English-speaker who lacks literacy skills. The heart of this difference is that for the limited English person, literacy also includes, as a prerequisite, the ability to listen to, comprehend, and speak the language. English speakers can often get by without reading and writing skills, since they can use spoken language and take advantage of the assistance of friends, co-workers, and family members. However, the limited English speaker lacks this capacity to get by, because he or she does not possess the ability to listen to, comprehend, and produce the spoken language necessary to get information and assistance to get around literacy problems.

Many in the limited English population have the even greater challenge of not being literate in their own native language, which significantly affects their ability to acquire a new language. Large numbers of the Central Americans and Southeast Asians coming to the United States have had little or no previous education back home. They have come from rural communities, in many cases have had little or no exposure to an urban environment, and perhaps had never set foot in their country's

capital or other major city prior to their departure for a new land. For these adults, the challenge is not only to learn to speak the language, but to make the connection between printed matter and meaning for the very first time.

Limited English or not, there is the need to sustain oneself and one's family through employment. From the very outset, therefore, one of the first things a person needs to be able to do with English is get a job, learn that job, and keep that job and move up. Although many jobs seem so entry-level and routine that they would appear not to require much English at all, the reality is quite different. Routines get interrupted, new assignments are given, equipment breaks down, and as in the Los Angeles office tower, life-threatening emergencies occur. Manufacturing positions, which in earlier decades did not demand much language skill, have fallen off, and the factory jobs that remain and grow require the operation of more complicated machinery and the ability to respond to changes in work orders as production runs are customized. Employees need to be able to process instructions, repeat them back to verify them, and ask for repetition or clarification of instructions if they do not understand them. They need to be able to ask about unfamiliar routines or assignments, as well as call attention to workplace hazards and suggest improvements.

Hand-in-hand with language challenges are the cultural challenges of understanding Americans' expectations, especially at the work site. Expectations in this country regarding punctuality, appropriate dress, hygiene, and similar matters are often very different from those of other

cultures. Employers often praise the industriousness and motivation of their language minority employees, but they are often perplexed when these workers fail to call in sick, resist taking orders from women or younger people, or ask probing personal questions about the price of clothing, a car, a house, or one's salary. In a survey of employers of Southeast Asian refugees, for example, the most common problem reported by employers was the refugees' inability to understand instructions and procedures, which would often lead to costly mistakes or injuries. Another common problem was the inability or unwillingness to discuss and resolve sensitive issues such as personality conflicts with a co-worker or supervisor or a salary issue. A minority employee would often choose not to confront the issue, but resign instead. Many employers also reported that their refugee employees seemed uncommunicative, unfriendly, and standoffish, due to their inability or unwillingness to engage in small talk with co-workers during breaks or on the job. 18/

SERVICES PROVIDED TO THE LIMITED ENGLISH POPULATION

Adult education programs operated by local school systems and community colleges account for the majority of English as a Second Language instruction offered to adults in the United States. In 1985-86, the Adult Basic Education/English as a Second Language (ABE/ESL) programs reached close to 1.3 million students, representing 41.5 percent of the total adult education enrollment. 19/ Federal and state expenditures are supplemented by local funds in many communities. The courses offered usually emphasize general "all-purpose" English grammar and vocabulary

with the inclusion of "Survival English" life-skills topics such as shopping, health care, and banking.

Refugee-assistance service-providers offer a more comprehensive range of instructional and support services to new arrivals who have official refugee status, such as most Southeast Asians and many East Europeans. The vast majority of newcomers to the United States, from Mexico and Central America, are not recognized as refugees and therefore are not eligible for these programs. The Office of Refugee Resettlement of the U.S. Department of Health and Human Services provides the funding for these programs, which in 1988 have offered English language instruction to over 18,000 refugees at any given time. 20/ Instruction is offered by a variety of community service agencies, including church-affiliated social service agencies, other community agencies, and refugee self-help organizations known as Mutual Assistance Associations. The Office of Refugee Resettlement requires that programs operating with their funds follow a competency-based ESL curriculum that is built upon tangible life-skill performance objectives. Some schools offer vocation-specific training for particular jobs or clusters of similar jobs. In many institutions, the array of extra-instructional support services includes job counseling, training, and placement assistance, and in some, the provision of counseling, child care, and health and nutrition services.

Community-based organizations (CBOs), operating in diverse community settings with limited patchwork funding, play a special role in reaching out to the hardest-to-reach students and providing them with language instruction and other services. CBOs' funding sources might include

churches, the United Way, and foundation, corporate, and private donations. In most states, ABE funding is not made available to these organizations. Since these are, by definition, organizations of, by, for, and within the communities to be served, CBOs often manage to enroll students who would not likely be served by the larger institutions outside the ethnic community. A key strength of ESL programs operated by many CBOs is that language education is seen as only one part of a larger matrix of social services that need to be provided to the learner. Within the same institution, the learner and members of his or her family may be able to benefit from job counseling, family counseling, health screening, substance abuse treatment, and other services.

Vocational education programs are supported by funding that is separate from the adult education and refugee education programs, but the instruction is actually delivered by those institutions already described above, especially the local school systems and community colleges. Traditionally, limited English proficient adults do not have significant opportunities to enroll in these programs. Modest efforts such as the national Bilingual Vocational Training projects demonstrate the success of programming models that combine job-specific ESL training with actual vocational training. However, these programs exist in few places. Only ten or so such projects are funded each year. The Job Training Partnership Act (JTPA) programs have, to date, not been a very effective service venue for ESL instruction, since JTPA program performance requirements mitigate against the enrollment of lowest-level limited English proficient adults who are most in need of educational services.

The U.S. Department of State operates intensive English, cultural, and work-orientation programs for U.S.-bound Southeast Asian refugees at centers in Thailand and the Philippines. Short orientation programs are also offered for Eastern European refugees at sites in Austria, Italy, and Germany, and for refugees from Southern African countries at a training site in Botswana. These programs are designed to take advantage of the time that refugees are spending in processing centers while their documentation is being processed for their eventual arrival in the United States. The program for Southeast Asians is a particularly effective model of intensive instruction and a demonstration of the U.S. government's resolve to fund a program that works. Students participate in at least 500 hours of instruction over a 20-week period. They learn English through a competency-based curriculum that emphasizes survival skills they will need upon arrival here. They also receive a daily diet of cultural information about life in the United States, to prepare them for a more successful adjustment and to make their expectations of what they will find here as realistic as possible. A third instructional component focuses on the communication skills students will need for successful employment.

The volunteer organizations have traditionally devoted significant attention and resources to providing ESL instruction. Literacy Volunteers of America served over 6,500 limited English speakers during 1987, about 24 percent of their enrollment. 21/ Laubach Literacy Action enrolled over 35,000 in ESL instruction last year, approximately 35 percent of their enrollment. 22/ There are an increasing number of college volunteer

programs offering ESL instruction, and community-based organizations frequently use volunteers, not only because of funding limitations, but also in line with their mission of helping the mainstream population from which the volunteers are drawn to become more attuned to the needs of the limited English speakers served by the institution.

In business and industry, in-house ESL instruction is becoming increasingly commonplace, from the teaching of basic English to entry-level employees to the more advanced English needed by employees who are engaged in further training or are in line for promotion. Instruction is usually provided at the company's location by teachers from the local school system or community college. In some cases, such as in Orlando, Florida, the classes are actually paid for with ABE funds and a teacher is assigned to teach the class on-site. In other cases, the company purchases the instructional services from the school or college, or may privately contract with one or more teachers to deliver the instruction. In-house programs are usually offered an hour a day, two or more days per week. Labor unions are also emerging as new venues for ESL instruction, with programs underway currently in cities such as New York and Houston, which have large numbers of limited English proficient workers in the labor pool.

Some correctional institutions offer modest ESL instruction, with funding from the ABE program or frequently through the use of tutors from one of the voluntary organizations. The instruction offered is very limited, and it is common for the ESL students to be combined with the adult basic education students during classtime. Migrant programs could

be, but in general are not, venues for ESL instruction. The new wave of welfare training programs, such as the GAIN program in California and the Employment Training program in Massachusetts, do include ESL as an instructional activity for limited English program participants. The California program is especially sophisticated, using well-developed criteria and testing instruments for student placement, and performance-based instructional plans that seek to assure that instruction is appropriate for the goal of helping the student gain entry to the labor force.

PROBLEMS AND SOLUTIONS

1. Inadequate Supply of ESL Instruction

Waiting lists for ESL instruction in many impacted areas around the country are testimony to a problem of supply that cannot keep up with the demand. Los Angeles has from 20,000 to 40,000 students on waiting lists for ESL at any given time. New York City also has thousands on waiting lists that are not even complete, since programs do not have the manpower or resources to maintain those lists. This is likely to be only the tip of the demand iceberg, since the very existence of these lists discourages many from coming forward to apply. Most ESL programs do not have to do much outreach or recruitment. News of their course offerings travels by word of mouth. Therefore, so does news that these courses are filled and it may be futile to even bother applying.

The growing demand for ESL is resulting in a redirecting of program funds and energies away from other Adult Education Act programs.

Just in the one year from 1984-85 to 1985-86, ESL enrollments jumped from 853,000 to 1,267,000 students, an increase of 49 percent. ABE enrollment during that period decreased from 1,293,000 to 948,000, a drop of 27 percent. Comparing enrollments in the years 1977-78 and 1985-86, ESL enrollments went from 397,000 participants to 1,267,000 partipants, a 219 percent increase. For the same period, ABE enrollments went from 831,000 to 946,000, a mere 14 percent increase. 23/

Not only are there an insufficient number of classroom seats for ESL students, there are insufficient funds to offer those who do get in an intensive enough program of English to really make a difference. The English language teaching community, as well as the Departments of State and Health and Human Services, know with some certainty what it takes to truly achieve progress in language learning. As mentioned above, the overseas training program in the refugee centers provides 500 hours of intensive instruction in order to move students one full level higher in their English language ability. At their peak several years ago, the stateside refugee training programs were providing students with daily instruction for a year or longer to achieve a similar goal.

Currently, this degree of highly effective intensive instruction is only available to an extremely small segment of the nation's newcomers each year, namely those who are accorded refugee status. This is essentially a political designation based on foreign policy considerations. Individuals escaping from certain countries under Communist control are much more likely to receive refugee status. The reality, however, is that distinctions blur once newcomers have arrived on

U.S. soil and are sought after by business and industry. The bottom-line concern is whether the new arrival has the requisite language skills to be able to fill a position in the workforce. Since so many refugees and immigrants are arriving with only limited previous educational backgrounds and language abilities, it is likely that only the very few who have received instruction courtesy of their refugee status will be prepared for the world of work. In a sense, the tying of instructional services to these political classifications of newcomers is hurting the economy and the country, as much if not more than the harm it does to the new arrival.

Solution:

The nation's ESL efforts should be separated from the other Adult Education Act programs, namely Adult Basic Education (ABE) and General Educational Development (GED), through the creation of a new funding formula for the education of limited English proficient adults that allocates monies to states based on the size of their limited English populations. This program should be based in the U.S. Department of Education, with funding flowing as at present through the state education departments. However, the program should be designed along the lines of the refugee education services that have been delivered for more than a decade under the auspices of the Department of Health and Human Services.

The ESL field is far ahead of the other adult education fields, in large part due to the amount of research, curriculum innovation, and methodological advances that were applied to the tremendous flow of Southeast Asian refugees beginning in 1975. The development of performance-based curricula that focus on lifeskills and workplace

competencies, innovative teaching techniques that emphasize realistic communicative practice, and state-of-the-art assessment tools that measure students' abilities to perform real-life tasks are among the key products of the infusion of federal support to instructional programs through the Departments of State and Health and Human Services.

The ESL profession knows what works, and what it takes to move an ESL student from point X to point Y on a language learning continuum. Instruction should be more intensive and of a longer duration than currently available, and there should be firm requirements regarding the appropriate curriculum emphasis at given levels of instruction, so that performance-based courses emphasizing survival English, workplace communication, or at higher levels, more academic English, are delivered consistently within programs and across programs. There should also be provisions for the integration of support services, such as job placement and child care.

A serious effort to provide basic survival English and workplace-oriented language instruction to all limited English proficient adults would require an average of 600 hours per student. Based on Office of Refugee Resettlement data, a likely cost per student would be about $1,500. 24/ The per-student cost is close to the education allocation for each legalization applicant under the immigration law's State Legalization Impact Assistance Grants, which requires a cap of $500 per year, or $2,000 total over the four years of the program, for any individual applicant.

Based on such cost estimates, a national effort to provide English language instruction to one million newcomers per year would require

funding of $1.5 billion. Given that such an ambitious effort is unlikely, a more realistic proposal to expand our ESL capacity to meet at least one third of the need would be as follows:

ESL, as a program separated from ABE/GED, should be funded at a level of $200 million. ABE/GED should also be fully funded at its authorized level of $200 million. This total $400 million program would be in line with the current 50-50 split between ESL and ABE/GED programming, and would address the problem of ESL expansion diverting limited resources from the ABE/GED effort.

In addition, over the next three years an additional $300 million or more per year will likely be committed to ESL programming under the immigration law's State Legalization Impact Assistance Grants. The nation's capacity to deliver ESL instruction to adults will virtually double during this period in order to provide language training to all who will require it under provisions of the law. When this special legalization programming concludes in FY 91, there should be a federal maintenance of effort to apply the nation's expanded ESL capacity to the continuing flow of newcomers who require English instruction as well as those in the residual population of limited English proficient adults. Therefore, beginning in FY 92 there should be federal funding at a level of $600 million per year for ESL as a separate component of the overall Adult Education Act programs. Again, this is only one-third of the ESL instruction necessary, but it is an initial step in the right direction.

The new English Literacy Grants Program contained in the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement

Amendments of 1988 should also be funded at its full authorization level. The program provides critically needed supplementing of the core ESL effort under the Adult Education Act through grants to states for English literacy programs, with at least half the funding going to programs operated by community-based organizations. The new law also provides needed funds for improvements in methodology and curricula.

In addition, it is imperative to maximize the availability of existing instructional programs to ESL students. Bilingual vocational education programming should be expanded and vigorously funded; workplace literacy funding should be expanded and should target ESL populations; the JTPA system's performance criteria must be revised to allow ESL students to flow into these programs which offer such promise as contexts for the integration of English-language learning and occupational skill development.

2. The Impact of Immigration Policy on the Delivery of Education Services

It is important to take into account the impact of immigration policy on those who require the instruction. The landmark Immigration Reform and Control Act of 1986 is a very generous program for those who will benefit from it, namely those aliens who were in residence here prior to January 1, 1982. They have been granted temporary resident status, and they will have the opportunity to adjust to permanent resident status upon demonstrating that they have developed a knowledge of English and U.S. history and government, or upon submitting a certificate from a school stating that they are studying toward this goal. As mentioned earlier, significant funding in the form of State Legalization Impact Assistance

Grants is available for the provision of instruction to these students. Instructional programs have much to do to mobilize to deliver the required courses, but they will assuredly do as well as their quick and effective response to the initial waves of tens of thousands of refugees over a decade ago.

While the programmatic energy is currently focused on gearing up to instruct the immigration law's beneficiaries, the most critical issue is beginning to emerge: What about the estimated 3-4 million residual aliens who were not eligible for amnesty? The assumption of the law's architects and the Immigration and Naturalization Service had been that these individuals would be compelled to leave the country. The law, after all, provides for the first time for stiff penalties for employers who hire these undocumented aliens. However, all indications are that few are actually leaving, and the flow of new undocumented entrants is back up to the usual levels after a temporary chilling effect resulting from the immigration law's initial implementation.

The premise that these residual aliens will pack up and go home is faulty in that it does not take into account two dynamic factors: the "push factor" of native country economic hardship or instability that drives people across our borders; and the "pull factor" of a labor market in the United States that still desparately needs the services of these aliens.

The situation is particularly acute for Salvadorans, who are estimated to number between 500,000 and 900,000 in the United States. 25/ It is estimated that up to 20 percent of the entire population of

El Salvador is currently residing either in the United States or in refugee camps within Honduras or El Salvador. 26/ Half of those who are here arrived after the January 1, 1982 cutoff date for amnesty eligibility. Many have lost their jobs, but are making ends meet through day labor, domestic work, and the setting up of household repair and landscaping services. Many are working with false documentation, and a resurgence of sweatshops in the garment and restaurant industries indicates that many small businesses are taking advantage of the vulnerability of this labor force. For the ESL program or the individual instructor, this impact is hitting home as former students seek out the school or social agency for shelter, food, and medical assistance.

Solution:

Ironically, this situation co-occurs with the increasing cry for more workers from business and industry. The demographic trends referred to earlier make a strong case for dramatic increases in immigration over the next ten to fifteen years, not only to fill currently vacant jobs, but to build up the nation's cohort of people in the first two decades of their working lives, so that a vital workforce can support the programs that will be necessary when the baby boomers retire.

There is, therefore, an historic and potentially dangerous mismatch between the nation's demographic/economic imperatives and its current immigration policy. A solution would be to reinstate the amnesty process and move the eligibility cutoff date of the immigration law from 1982 to 1986, the year that it was announced. This would serve to legalize the majority of the residual aliens in the country and make them immediately

accessible again to business and industry. The Moakley/deConcini bill, which would allow Nicaraguans and Salvadorans to stay in the United States pending a General Accounting Office study of persons returned to those countries, would restore these groups to the labor force for the time being. While this is a merit-worthy initiative which should be passed, it does not address the systemic problem: there must be a purposeful national agenda regarding the role of immigration in the labor force expansion required through the year 2000.

3. Barriers to Participation

The most obvious barrier to participation in ESL classes is the one mentioned above: no room for the student in the program. In addition, inflexible scheduling due to the limited availability of classroom space or instructors only at certain hours, usually evening hours, prevents many people from attending. Those who work in the building maintenance, hotel, and food service industries, for example, are very likely to work an evening shift, which renders traditional evening classes useless. For many women, evening instruction is out of the question due to fears for personal safety, child care responsibilities, or the fact that the native culture frowns upon women being out in the evening without a spouse or escort.

Hand-in-hand are the problems of lack of adequate transportation to instructional sites, and the unavailability of instruction right in the neighborhoods where students live. Many students are prevented from studying, especially at night, because while a bus might still run at 7 P.M. to get them to school, there is no bus at 10 P.M. to get them back

home.

For many potential students, a formal instructional building is too unfamiliar or threatening. Undocumented entrants may fear that INS agents will be on school grounds. One program director recounts the evening she invited a local policeman to visit the classes and talk about burglary prevention. The police car was parked in the school's lot, and at the start of classes hardly any students were to be found in the building. They were all circling the perimeter of the school grounds. The program director sheepishly asked the officer to move his car a block or so around the corner, and by the time he returned, the students were in their seats and ready for the lesson.

Solution:

There must be a pluralistic delivery system for ESL instruction throughout the country. While much ESL funding can continue to flow to the traditional service providers, the local school districts and the community colleges, a good share should also go to the community-based organizations, so that they can offer services to those who are hardest-to-reach and unlikely to avail of services outside their immediate neighborhoods. One delivery model, in which these traditional providers set up satellite schools in neighborhood centers, should indeed be utilized, but it should not replace the direct granting of funds to the CBOs to operate their own programs. Only via this latter funding mechanism will CBOs be able to build their institutional capacity to deliver publicly funded courses and effectively integrate them with their other support activities.

Along with this pluralism is a need for communication and coordination among local agencies, so that services are not duplicated, but rather mutually enhanced. One possible model, worthy of federal demonstration seeding, is a form of triage in which one service-provider, perhaps a CBO, would offer the lower levels of instruction right in the neighborhoods and along with the requisite support services. Another service-provider, perhaps a college or school system, would offer the upper levels of instruction and serve as the students' gateway to other educational opportunities offered at the institution.

Additionally, all institutions, especially the large traditional ones, need to maximize the flexibility of their scheduling in order to make instruction available to adults working various shifts within their communities.

4. The Part-Time Teaching Force

According to the Department of Education, the average ESL teacher is a woman who works part-time an average of twice a week for a total of only three hours a week. 27/ Local school systems, which are the primary service delivery system, tend to use regular school buildings when they are available, and they therefore can also draw on regular daytime teachers when they are available - namely, after hours. Given their part-time status, few teachers have the time or the incentive to upgrade their professional skills. There is a high turnover in these teaching positions. The most dedicated and competent teachers who wish to devote a career to ESL instruction must often pull together two, three, or more part-time jobs in order to earn a living. They have no classroom they can

call their own, and most don't even have a place to put their books, visuals, and other teaching materials. When one offers you a ride, expect to be sitting atop class sets of some textbook and next to a box filled with empty grocery cans, boxes, and other "realia" that are the tools of the trade. They are modern-day wandering minstrels, and what they might lack in professional resources they will often try to compensate for with energy, enthusiasm, and compassion for their students.

Those who aspire to the few full-time positions available often find that they must move into administration and leave the classroom if they want the stability of a full-time salary and a job guarantee that goes past a given term's assignment. There are few opportunities anywhere to grow professionally and in terms of salary, without forsaking the classroom and the students.

In addition, there are large numbers of volunteers working within the ABE/ESL system itself. They too often must jump right in and cover classes, without much opportunity to observe a seasoned teacher in action.

Solution:

In the process of redesigning programs to provide more flexible hours of instruction at various times of day, programs will be creating the context for the development of full-time teaching positions. A full-time instructor with benefits might cover four or five hours of class time and devote additional work time to curriculum development, training of volunteers or new instructors, or registration or placement testing.

A new position should be created and built right into the funding formula for ESL: the position of lead teacher, or supervising teacher.

This full-time adult education professional would work with instructors in the areas of lesson preparation, instructional materials development, training in methods and approaches, and classroom observation. There should be one lead teacher for every ten instructors. If a site has fewer than ten instructors, the lead teacher would serve an additional site. In this manner, an educational system that remains predicated on the use of part-time instructors would institutionalize the capacity to support those instructors and improve their performance as they work.

5. Training of the Nation's ESL Teachers is Inadequate

The part-time workforce has little or no background in the teaching of English as a Second Language, and many have no previous teaching experience at all. Ironically, it is sometimes easier to train a non-teacher to work with adult ESL students than it is to "de-program" an experienced K-12 teacher who has strong convictions about how to teach given his or her experience teaching junior high school language arts or third grade reading. Little or no pre-service training or in-service training is available in many programs, and if such training is offered, funds are rarely available to pay teachers to attend.

Existing teacher-training programs in colleges and universities are heavily oriented toward teachers who will be working with foreign students in academic institutions in the United States and overseas. Coursework emphasizes linguistic theory and teaching techniques, but attention to adult learning theory, adult development, learning styles, needs assessment, syllabus design, program supervision, training, and evaluation is virtually nonexistent.

Solution:

Federal funds should provide for up to 25 hours of stipended pre-service training for all new teachers and volunteers, and up to 10 hours per year of stipended in-service training for all teachers on an ongoing basis. Training sessions should be planned with and made available to other local institutions delivering ESL instructional services, especially community-based organizations, which tend to be "out of the loop" for this type of capacity-building activity. Additionally, funds should be provided for tuition rebates for instructors who attend graduate-level coursework in adult education in areas related to their teaching responsibilities.

6. A Non-Existent National Research and Development Capacity

Existing research and development activities occur in scattershot fashion through the Section 310 funding mechanism of the Adult Education Act. There is little or no coordination among activities within a state, let alone between states. There is virtually no dissemination of results or replicability potential. While our Soviet counterparts undertake solid basic and applied research in language learning through the centralized Academy of Pedagogical Sciences and leading language instruction institutions in Moscow and Leningrad, we here trickle out dribs and drabs for little projects: a video here, a curriculum guide there.

There have been only a few exceptions. Ironically, the few key advances in the ESL field in this decade have not occurred with Department of Education funding. The Department of State's overseas refugee training program has done the seminal work on competency-based adult ESL materials

and the development of workplace ESL curricula. The HHS Office of Refugee Resettlement has overseen the development of consistent performance levels and content standards for each of those levels, essentially spelling out the actual performance objectives for each of several levels of instruction and serving as a common yardstick by which English proficiency can be described and assessed and English classes and materials can be appropriately designed. Regretfully, this valuable work now sits on the shelf, the project over, implemented in the relatively small number of refugee training sites, and for the most part not adopted in the main ABE/ESL service delivery system. 28/

Solution:

There must be a vigorous federal research and development role in the ESL area, and it would most appropriately be housed within a larger institute looking at all aspects of adult learning. R & D activities should include the following:

- .dissemination of consistent professional standards and descriptors for adult language competence, in order to replace the archaic grade-level designations;
- .development of descriptors of employment communication ability, and test measures to assess this ability;
- .research on how variables such as motivation, circumstances of immigration, type of occupation, and intensity and duration of instruction affect rates of learning and language skill retention;
- .research on curricula appropriate to particular populations and particular learning goals;

.protocols for the integration of ESL and literacy instruction for students illiterate in both English and their native language;

.research on the effectiveness of various instructional approaches, such as phonics vs. whole-word approaches for English literacy;

.development of a competency-based academic skills curriculum that emphasizes critical thinking skills and other higher-order skills while advancing communicative competence and other language skills.

7. The Nation's Public Schools are Failing Their Limited English Proficient Students

School systems are frequently at a loss as to how to handle the new immigrants entering their classrooms. Especially as many new arrivals who are already in their teens may be walking into a school setting for the first time in many years, if at all, and may have little or no literacy skill in the native language, schools are hard-pressed to figure out where to begin. Immigrant students are more likely to be held back, inappropriately placed in special education, or mislabeled as slow learners.

Dropout rates, particularly for Hispanic students, are causing increasing alarm, as they range from 30% to 50% in many areas, and are estimated to be as high as 60% for particular groups, such as Puerto Rican students in New York City. 29/ In many urban areas, labor shortages are driving up entry-level wages, creating an enticement to opt for the short-term gains of a good full-time wage rather than the long-term benefits of staying in school and pursuing a career.

ESL as it is offered at the secondary school level basically focuses

on the traditional listening, speaking, reading, and writing skills and perhaps some situationally relevant practice such as shopping and banking. However, there is a chasm between this type of instruction and the rigors of communication skills and reading and writing skills needed for academic discourse and full participation in mainstream subject-area classes. In many schools impacted by large numbers of language minorities, personnel are resigned to the fact that ESL students are more likely to need and want English for the immediate needs of survival in the community and their part-time or even full-time employment in the entry-level labor market. In many instances, the children may already be a major contributor to the family's income, and family economic pressures may be forcing the youngster to take on so many additional work hours that school becomes the part-time job on the side.

Compounding these challenges is the response to the calls for school reform, namely the increasing standards for promotion and graduation, which have put the attainment of high school graduation even further beyond the reach of many of these students. ESL has too often become a de facto holding pattern for language minority students, with instruction geared toward the realities of the survival and job-related language they will need once they drop out.

The barrage of attacks on bilingual education over the past several years has made it very difficult for professionals to examine instructional models and improve them without worrying about the political implications. With the dismantling of many bilingual programs in recent years and the pressure to mainstream students from ESL classes to subject

classes as soon as possible, the profession has not yet squarely addressed the problem of the giant leap between basic-level ESL instruction and the higher-order discourse and language skills necessary to perform in the academic mainstream.

Solution:

Schools must undertake a complete overhaul of their approaches and formats for instructing language minority high-risk youth. They need to offer flexible scheduling options that allow students to continue their schooling while fulfilling their work requirements. All students should have access, if they desire, to a school that operates on a twelve-period day twelve months a year, offering classes from the early morning hours through the late evening, so that students can take courses during those periods that their work schedule permits.

Business/school partnerships should focus on high school continuation efforts and dropout recovery. Family literacy programs and parent participation programs that involve parents in the education of their children and create a more accessible education establishment should no longer be seen as nice time-limited demonstration projects but rather core components of the school's operation, since without some educational intervention in the home, the family's ability to help encourage a child to stay in school will be limited. Elementary school must be the starting point for dropout prevention and is the ideal time to engage the parents as partners in their child's learning process. But dropout prevention starts even earlier, through pre-natal checkups to reduce low-birthweight babies, and parenting education to assure a healthy early childhood.

Vigorous R & D activity must identify the performance-based cognitive and academic skills that are the missing link between basic ESL instruction and the higher-order skills necessary for effective academic participation.

8. Attitudes Toward Immigrants: The Need to Change the Negative to Positive

The rapid growth of the nation's language minority populations in this decade and the next has critical implications for the civic life of the nation. These immigrants, and children of immigrants, have undertaken the monumental upheaval of uprooting themselves from a homeland, often leaving many family members behind, in order to build a new life for themselves in this country. Their motivation to identify with American ideals and participate in American civic life is often as high as their determination to succeed economically. However, this motivation is quickly undermined if these newcomers are greeted with hostility and resentment, which is regretfully an historically predictable nativist response to their arrival in such large numbers.

At other times in the history of immigration to the United States, there have been crescendos of anxiety that the very fabric of American culture and polity was in danger of being torn apart. The current manifestation of this nativist sentiment rails against bilingual education and other services that provide a measure of native-language support to language minority groups. This is not only an unfortunate way to treat these minority populations, but it also demonstrates a general lack of public knowledge and appreciation for the crucial role these groups are

playing in securing the current and future economic well-being of the United States, as well as contributing to the revitalization of the country's cultural diversity.

Solution:

The administration and the Congress must establish a new tone of acceptance, appreciation, and welcome for these newcomers. The administration's rhetoric must help us look at today's immigrants and see our parents, grandparents, or whichever generation we have to thank for venturing to this land to make a new life. Perhaps the designation of Columbus Day as Discovery and Immigration Day would foster an annual national celebration of the nation's ethnic diversity, on which all groups would have an opportunity to rekindle their own immigration legacies, and on which communities might hold weekend international festivals of music, crafts, and food. The celebration should also include some kind of national recognition event, such as the "Kennedy Center Honors," which would recognize current immigrants' unique contributions to American science, culture, entertainment, and other spheres. The day might also be the occasion of an additional July 4th-style naturalization event, in which historic sites within each community are the scenes of special morning naturalization ceremonies. It would also be an appropriate launch day for annual naturalization campaigns.

SUMMARY OF PROPOSED FEDERAL INITIATIVES

To review the key proposals included in this paper:

. The federal ESL effort should be funded separately from ABE/GED,

and through a formula based on the size of each state's limited English population. ESL should be funded at a level of $200 million, and ABE/GED at its currently authorized level of $200 million.

- When the special ESL programming for legalization concludes, there should be a maintenance of this federal effort in order to apply the nation's expanded ESL capacity to the continuing flow of newcomers. Total federal funding for ESL as of FY 92 should be $500 million per year to maintain this level of activity.
- Immigration policy must be revised in order to increase the legal immigrant population necessary for labor force requirements. Moving the current legalization program's eligibility cutoff date from 1982 to 1986 would legalize the majority of residual aliens in the country and make them accessible to business and industry.
- There should be a pluralistic delivery system for ESL nationwide, including not only the local school districts and community colleges, but also community-based organizations and other smaller institutions. Scheduling of classes must be as flexible as possible, and classes need to be offered in students' own neighborhoods in order to maximize participation.
- More full-time positions for instructors must be developed. The new position of lead teacher, or supervising teacher, should be created at a ratio of one lead teacher for every ten instructors. The lead teacher would train, support, supervise, and evaluate the instructional staff.

- Federal funds should provide a minimum of 25 hours of stipended pre-service training and a minimum of ten hours per year of stipended in-service training for all teachers. Training should be available to all service-providers, including community-based organizations.
- A national center concerned with basic and applied research in adult learning should have a vigorous program of research and development in the ESL field.
- The administration and the Congress must set a tone of acceptance and appreciation of the immigrant population. An annual holiday should be established to recognize the importance of immigration to the history and vitality of the nation.

Immigrants are here to stay, and immigration is likely to expand over the next decade at least. If the economic bottom-line points to the inevitability of an increasingly diverse minority workforce, the civic and social bottom line requires that these minorities be accorded the full respect and opportunity for civic participation that they deserve. The sincerity and strength of our welcome to these newcomers in the months and years ahead will be a telling sign of this nation's confidence in itself, and its adherence to the fundamental values upon which it was founded.

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